Oriving Baltimore City's Development  Furred Project Cost  Cost  Granding (including NSFHP)  Funds restricted to a specific project component?	\$280,000 \$152.237 million \$157.311 million \$76.1185 million	
e Project Cost  Cost  St  Funding (including NSFHP)	\$152.237 million \$157.311 million	
Cost ot Funding (including NSFHP)	\$157.311 million	
t Funding (including NSFHP)		
Funding (including NSFHP)		
	\$76.1185 million	
	Yes	
or a portion of the project currently located on a National Highway ork?	Yes	
of a portion of the project located on the National Highway System oject add capacity to the Interstate System? ct in a national scenic area?	Yes - No - No	
t components include a railway-highway grade crossing or grade separa-	Yes	
t components include an intermodal or freight rail project, or freight the boundaries of a public or private freight rail, water (including ports), facility?	Yes	
es to either of the two component questions above, how much of re-P funds will be spent on each of these project components?	\$39.286 million	
project is located	Maryland	
project	Large	
ng an application to TIGER for this project?	No	
ea in which project is located, if applicable	Baltimore	
Urbanized Area	2.2 million	
currently programmed in the:  Range Transportation Plan Range Transportation Plan at Plan?	Project not currently programmed in TIP, STIP, MPO LRTP, State LRTP, or State Freight Plan, but will be upon grant obligation	
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### I. PROJECT DESCRIPTION



### **Project Overview**

Access I-95: Driving Baltimore City's Growth presents a package of integrated infrastructure improvements to Interstate 95 (I-95) and the connecting federal-aid eligible roadway system to Baltimore's Port Covington Peninsula, where major redevelopment is already underway. While this site's proximity to I-95 and major roadways provides the opportunity to redevelop Port Covington, improvements to I-95 and the connecting roadway system are needed to accomodate increased travel in and out of Port Covington. This peninsula is now largely disconnected from other parts of Baltimore by the elevated portion of I-95 leading to the Fort McHenry Tunnel. The pro-

posed improvements will mitigate the forecasted congestion issues and accomodate the increased projected traffic volumes on I-95 and connecting routes to neighboring communities. In its current state, the public infrastructure in and around Port Covington — such as the roads, bridges and utilities —cannot efficiently support the significant economic growth expected from new development. Further, the proposed improvements reinforce, support, and enable the full potential of the development's transformative impacts; they will provide residents of West Baltimore and Baltimore City at large access to job and career opportunities and training, economic growth, and ladders of opportunity for economic prosperity over the next 25 years and beyond.

By enhancing transit efficiency, accessibility, and multimodal access, these proposed improvements will enable the Port Covington project to have a profound positive impact on the City of Baltimore. It will stimulate economic growth and will be a tool used to address and improve upon many socioeconomic issues in the City. The project developer is committed to economic inclusion through local hiring, training both skilled and unskilled workers, affordable housing, and providing opportunities to minority and women-owned businesses. The developer will focus on areas of high unemployment, such as West Baltimore and other parts of the city, to enhance the quality of life for City residents.

This package of proposed investments adds capacity to ramps and terminal intersections while avoiding new interchanges and maintaining existing interchange spacing on southbound I-95. This project proactively addresses potential safety implications by removing two existing and nine proposed at-grade crossings. With 200,000 vehicles a day passing through this area, safe and efficient vehicle, freight, and multimodal movement is critical.

The Maryland Transportation Authority (MDTA), which is responsible for operating and maintaining this portion of I-95 proper within Baltimore City, in partnership with the City of Baltimore, which is responsible for ancillary federal highways nearby and surface streets that connect to I-95, jointly propose this package of improvements to accommodate the significant redevelopment already underway, ensuring that the growing density on this peninsula does not result in major disruptions to highway

1

traffic and inconvenience to surrounding communities and the region. To date, \$280,000 in private funding has been spent and additional \$5.5 million is programmed to initiate these infrastructure investments. Development on the peninsula has already begun; there are already seven new businesses operating on the site, including a major Fortune 1000 company, as well as existing industrial facilities that require freight movement. Additional public and private investments at Port Covington will approach **\$5.5 billion** over the next 25 years. However, without proper planning for and investments in the roadway and highway infrastructure, moving people and freight through and around this site – especially via I-95 – will generate unintentional undesirable externalities, negatively impacting economic efficiency, environmental sustainability, and quality of life in nearby communities.

### **Project Elements**

The purpose of *Access I-95* is to create safe and efficient interstate access in and out of the major redevelopment site at Port Covington, fostering economic growth and regional connectivity. Each project element is geared toward creating a cohesive traffic system moving people, goods, and commerce through this critical corridor. This grant proposal comprises six components that together will complete Phase I of strategic infrastructure investments along the I-95 corridor. The Phase I investments will improve access to and from Port Covington for southbound traffic on I-95 and will improve surface street and pedestrian connections between the site and adjoining Baltimore neighborhoods, which are separated from Port Covington by I-95. The Phase II improvements, to be completed at a later date, will improve access

to and from Port Covington northbound traffic on I-95. Phase II (detailed later in this narrative) also will enhance multimodal access to the site with a light rail spur as well as additional enhancements to bike and pedestrian connections. Phase I elements connect I-95 southbound traffic in and out of this peninsula as follows. See appendix D for full-size images.

#### A. Hanover Street On-Ramp to I-95 Southbound



### **Existing Conditions**

The existing one-lane ramp diverges from Hanover Street as an exclusive right turn lane 200 feet north of the Hanover Street at McComas Street intersection. This ramp currently services over 800 AM peak hour trips and over 550 PM peak hour trips. By 2039 with full buildout of the Port Covington development that volume is expected to increase to 1,200 AM peak hour trips and 1,700 PM peak hour trips.<sup>1</sup>

### Proposed Improvements

The existing single lane on-ramp will be widened to a two-lane ramp that will leave Hanover Street as a choice lane and an ex-



- A Hanover Street On-Ramp to I-95 SB
- B McComas Street at Key Highway Intersection
- C I-95 SB Off-Ramp to Key Highway
- D Hanover Street North of McComas Street
- E McComas Street between Hanover Street and Key Highway
- F CSX Track Relocation

<sup>▲</sup> Project elements under Access I-95

clusive right turn lane. The on-ramp will be reconstructed and widened to accommodate the addition of the second lane. The two-lane section will narrow to one-lane, matching the existing section, before the ramp merges with I-95, allowing construction to occur without affecting the I-95 mainline. This improvement will reduce projected delay for vehicles traveling on the ramp by over 100 seconds per vehicle during both the AM and PM peak hours. Additional details of the traffic analysis is provided in support of the Benefit-Cost Analysis in Appendix A.

#### B. McComas Street at Key Highway Intersection



### **Existing Conditions**

Key Highway intersects divided McComas Street at a large, complex intersection. The existing intersection operates at a Level of Service (LOS) C during the peak hours; but with the forecast increase in traffic is projected to operate at LOS F during both peak hour by 2029, creating a bottle neck for traffic to/from I-95.

In addition, there are no existing pedestrian facilities that cross through the intersection, which makes walking to Port Covington and the Maryland Port Administration's Cruise Terminal from points north unsafe and uninviting.

### Proposed Improvements

The CSX rail bridge located immediately north of the intersection along Key Highway will be reconstructed to accommodate an additional southbound lane at the intersection in order to relieve the bottleneck and support future traffic. This improvement will also facilitate the changes proposed as part of the I-95 Southbound Off-Ramp to Key Highway widening, described below. Together these changes will facilitate the increased traffic volumes in and around Port Covington and provide unimpeded access for traffic to and from I-95. With these improvements, delay at this terminal ramp intersection will be reduced by approximately 60% during the peak hours. For more details on this traffic analysis, please see Appendix A.

The proposed hiker-biker trail along the south side of McComas Street will connect to the existing hiker-biker trail along Key Highway at this intersection. This will dramatically improve safety conditions for those who wish to walk, run, or bicycle to traverse the site, and create a critical connection to existing facilities, including the Maryland Port Administration's Cruise Terminal.

#### C. I-95 Southbound Off-Ramp to Key Highway



### **Existing Conditions**

As described above, the intersection of Key Highway at McComas Street currently acts as a bottleneck for traffic to and from I-95. The southbound off-ramp to Key Highway currently has two lanes— a thru-left and a thru-right. Currently this ramp services approximately 900 AM peak hour trips and 700 PM peak hour trips. By the year 2039, traffic on this ramp is projected to increase to nearly 3,000 AM peak hour vehicles, and over 2,000 PM peak hour vehicles. By the year 2029, the increased volume is projected to create spillback queues on this ramp that will affect the I-95 mainline. This traffic analysis is discussed in more detail in support of the Benefit-Cost Analysis in Appendix A.

### Proposed Improvements

The exit ramp to Key Highway will widen to a two-lane off-ramp after splitting off from I-95 to merge with McComas Street, where it will become a three-lane road, which will facilitate better traffic flow and reduce congestion from I-95 to Port Covington and the surrounding area. While no changes will be made to I-95 itself, improvements to the ramp after the divergence and at its terminal intersection with Key Highway will substantially reduce the possibility of local traffic queuing onto the I-95 mainline.

#### D. Hanover Street North of McComas Street



### **Existing Conditions**

Existing Hanover Street between the McComas Street intersection and the Wells Street intersection is a four- to five- lane undivided roadway that is classified as a Principal Arterial on the Federal Highway Administration's system. The northbound outside lane drops at the gore of the Hanover Street On-Ramp to I-95 Southbound. The section to the north of the I-95 on-ramp services approximately 1,000 AM peak hour vehicles and 800 PM peak hour vehicles. There are no pedestrian accommodations provided on the east side of Hanover approaching or across the on-ramp.

#### Proposed Improvements

Proposed improvements include widening Hanover Street in order to accommodate the widening of the Hanover Street On-Ramp to I-95 Southbound in addition to enhanced pedestrian facilities, which extend north into the surrounding residential neighborhoods.

E. McComas Street between Hanover Street and Key Highway



### **Existing Conditions**

McComas Street borders the northern boundary of Port Covington, running below the I-95 viaduct. To the west, the road dead-ends into Swann Park just beyond Hanover Street, and terminates in a railyard to the east. McComas Street is a two-way, two-lane, undivided road west of Hanover Street, which divides nine-hundred feet east of the Hanover Street intersection. At this point, two-lane west-bound McComas Street runs beneath I-95 Southbound between the viaduct's piers, while one- to two-lane eastbound McComas Street runs south of the I-95 viaduct. There is limited sidewalk and on-street parking west of the Hanover Street intersection.

### Proposed Improvements

West of Hanover Street, McComas will become a two-way, three- to four-lane divided street. East of Hanover Street, it will be a two-way, four-lane divided street, with parallel parking along the southern side. Left turn lanes on the westbound roadway will facilitate smoother traffic flow through intersections, reducing congestion and enhancing access to I-95.

The one-lane ramp from I-95 Northbound will widen to three-lanes at its intersection with McComas Street at a signalized intersection. Two-lane westbound McComas, which runs beneath I-95 Southbound between the piers, will remain as a secondary access point to the Port Covington site, intersecting two-way McComas and becoming Violet Street. Two-way McComas Street will revert back to one-way McComas Street after its intersection with Key Highway.

Additional improvements will facilitate safe multimodal transportation. A new six-foot wide median will accommodate landscaping and two future light rail tracks. Light rail service is planned as part of the Phase II improvement package for the Port Covington peninsula and surrounding area (west of the Hanover Street intersection and west of the White Street intersection). Further, a wide (10 feet) hiker-biker trail will be added along the south side of McComas Street, dramatically improving the viability and safety of traversing the area by walking, running, and bicycling.

These proposed changes are dependent upon relocating CSX tracks, as described below.

#### F. CSX Track Relocation



### **Existing Conditions**

Several CSX rail tracks cross the Port Covington site along McComas Street, which provide access to the following locations in and around the site:

- The CSX Rail Yard
- South Locust Point Marine Terminal
- Transoceanic Cable Ship Company
- The Baltimore Sun building
- Various warehouses west of Hanover Street

While rail access is still needed in and out of the northeast section of the peninsula between the CSX Rail Yard, South Locust Point Marine Terminal, and Transoceanic Cable Ship Company, much of the existing access will no longer be needed under proposed conditions; two at-grade crossings are present at the Baltimore Sun entrance along McComas Street and at the intersection of McComas Street at Cromwell Street.

### Proposed Improvements

Rail crossings will only be needed between the CSX Rail Yard, South Locust Point Marine Terminal, and Transoceanic Cable Ship Company. However, allowing these rail connections to remain in the current location through the Port Covington site will create multiple at-grade rail crossings and make the site significantly less bicycle- and pedestrian-friendly. In order to solve this challenge, a curve constructed to the east of the South Locust Point Marine Terminal will connect the existing CSX tracks to the existing tail tracks in the port. This CSX track relocation, which eliminates two existing at-grade crossings, will avoid the need for nine additional ones.

The NSFHP program presents a timely opportunity to build this critical infrastructure improvement project before the window for proactive highway modifications closes as the site development continues to progress. The MDTA and the City of Baltimore seek to partner with USDOT to complete the necessary infrastructure investments in the I-95 corridor. The FASTLANE grant request is for \$76.1 million in FASTLANE funds, which represents 48 percent of total project costs.<sup>2</sup> The MDTA board has voted on and committed to contributing \$33 million (21 percent) and Baltimore will fund an additional \$43.1 million (28 percent) through proposed TIF infrastructure bonds. An additional \$5.1 million (3%) of the project cost is being funded privately. Requested NSFHP funds complete the funding package for \$157.3 million. These Phase I improvements will preserve and enhance a vital transportation network of highways and roadways that connect Port Covington to the regional and national highway system. This infrastructure is critically necessary to the economic security and growth of Baltimore while positioning Baltimore City and private partners to meet economic, mobility, safety, community, and environmental challenges faced by the City's residents. The FASTLANE funds will close the funding gap on the comprehensive network of capital improvements planned by MDTA and the City of Baltimore.

### **Project Need**

Access I-95 will amplify the transformative impacts of the development currently underway, while protecting the surrounding community and region against traffic disruption by directing highway traffic to and from I-95 into and around the development efficiently and safely. The project connects Baltimore neighborhoods that were cut off from Port Covington by I-95. The Access I-95 project is located in Baltimore City, two miles south of Baltimore's central business district, and in and near severely economically distressed communities.

While the Port Covington redevelopment demands targeted improvements, investment made around this site will coordinate with other projects and investments underway or planned by the city and other entities.

Baltimore's Port Covington redevelopment project facilitated by the *Access I-95* project is a transformative investment in the next phase of the city's ongoing urban renaissance that will foster economic growth, increase mobility, improve safety, and enhance community and environmental stability. Density of the project is driving the need for the highway and road improvements that will be fund-

ed by this grant. This project is transforming 266 acres on the tip of the South Baltimore peninsula, bound by I-95 and the Middle Branch of the Patapsco River, from under-utilized industrial brownfields into a vibrant economic hub for thriving communities and innovative businesses. State and local leadership embrace the opportunity this project presents; Baltimore City's Urban Design and Architectural Review Panel (UDARP) has been reviewing the Port Covington Master Plan since January of 2016, with approval anticipated in June 2016.

This multi-year redevelopment project creates thousands of jobs, enhances connectivity to disadvantaged areas, and provides opportunities for several disadvantaged groups. It expands green spaces and parks, preserves and further enhances public access to the waterfront, provides outdoor recreation opportunities, and brings significant long-term economic benefit to the City of Baltimore, the state, and the region.

As currently planned, the Port Covington project will dramatically increase population density in this peninsula, demanding infrastructure improvements to service the following uses once Phase I and II are complete:

- 1,500,000 square feet of destination, attraction, entertainment and specialty retail establishments
- Over 7,500 residential units, including rental and for-sale properties at various price-points
- 500,000 square feet of industrial/light manufacturing space
- 200+ hotel rooms



▲ Rendering of the Port Covington development at full build-out.

- 1,500,000 square feet of office space (in addition to the UA World Headquarters)
- Civic and cultural uses including 40+ acres of public parks, an accessible and engaging public waterfront and other world-class public facilities

As one of the largest revitalization projects in the United States, the redevelopment of Port Covington will provide extraordinary economic growth and job opportunities for both the City of Baltimore and the greater region. An area essentially cut off from Baltimore's downtown neighborhoods by the elevated structure of I-95 and the adjacent CSX rail yard will become a dynamic, innovative, mixed-use destina-

tion and experience. As the home of a new global headquarters for a fast-growing Fortune 1000 Company, the site must accommodate more than 10,000 company employees. This growing community is a huge economic engine, but only if the *Access I-95* grant is received to resolve the highway issues.

I-95 is the major north-south interstate along the East Coast and is vital to automobile and freight movement throughout the region. In the absence of funding to reconfigure the surrounding roadway system and access points to I-95, the substantial amount of traffic generated by the Port Covington development using the existing constrained I-95 access facilities will result in additional delays on

I-95 and other nearby federal aid-eligible roads, the result of which will be reduced regional mobility. If this result is left to occur, it will negatively impact the nation's efficient, competitive marketplace, particularly due to Baltimore's location on the critical I-95 corridor and major port industry. Specifically, additional delays without the Access I-95 project once the nearby development reaches full build-out are projected to be in excess of 61,000 person-hours per year on Hanover Street approaching the I-95 Southbound on-ramp, and 349,000 person-hours per year on the I-95 Southbound off-ramp to McComas Street and Key Highway, principle arterials to the National Highway System. Increased traffic on the Key Highway off ramp is also projected to queue the full length of the existing ramp, seriously impacting mainline traffic on I-95 including local and regional freight and commuter traffic.

Currently, there are two existing at-grade rail crossing to the south of McComas Street. The vehicular traffic at these at-grade crossings will more than triple, increasing by over 4,000 trips per day. Additionally, the planned changes to the surface roadway network would create nine new at-grade rail crossings with similar or greater levels of traffic, increasing the total number of daily at-grade rail crossings from approximately 2,000 to more than 70,000. The possibility for future crashes increases dramatically with the increase in at-grade rail crossings and traffic.

In addition to vehicular mobility and freight safety impacts, the project area currently lacks pedestrian and bicycle facilities. Connections are missing across the Hanover Street ramp to I-95 Southbound and a constrained facility at the McComas Street/Key Highway off-ramp from I-95 Southbound

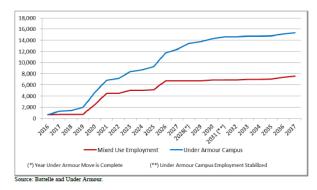
where a bridge piling for the CSX overpass blocks the center of the sidewalk. These constraints lead to pedestrians and bicyclists taking unsafe routes, which will only be exacerbated by the forecasted increases in vehicular, pedestrian, and bicycle traffic. The proposed improvements are required in order to induce multi-modal behaviors through great design and investment in the public realm, and to safely and efficiently move all modes of traffic through and around the site. The project addresses these needs with necessary bicycle and pedestrian crossing structures.

Compounding these issues, freight traffic is expected to increase in and around Baltimore beyond the confines of Port Covington's dramatic growth, as Baltimore's vital port industry continues to expand. The Port of Baltimore is a critical driver of maritime commerce in the Unites States, ranking as the top port in the country in handling autos and light trucks, farm and construction machinery, imported forest products, sugar, and aluminum. However, its competitiveness will be dramatically impacted if freight cannot efficiently access I-95 from Hanover Street and McComas Street. With a record year in 2014, the Port of Baltimore moves over 37 million tons of foreign and domestic cargo each year and is poised to continue to grow due to recent investments in major new infrastructure.

Without the necessary improvements to the I-95 interchanges with Hanover Street and Key Highway, untenable traffic impacts will negatively affect the continued economic growth in Port Covington, as well as diminish Baltimore's ability to efficiently serve the population and business community in the Baltimore-Washington, D.C. megaregion. In the short-term, vehicular traffic generated by the development currently under-

way will start to overtax the existing I-95 access points, creating delays for people bound to and from Port Covington and adjacent neighborhoods, as well as regional freight and commuter traffic. Additionally, pedestrian and bicycle traffic traveling between the new Port Covington neighborhood and the neighborhoods to the north will be less likely to do so with the exiting substandard connections, compounding the vehicular congestion and delay. In the long-term, the nation will suffer a loss in net economic activity due to the lack of efficient freight and population movement on the national interstate system around Baltimore, making it less competitive in the international market.

The federal investment in public infrastructure from this grant in Phase I has the potential to leverage \$80 million in state and private funding for national highway and local transportation improvements. These investments, along with the developer's work, can unlock over \$5 billion in vertical construction investment. This resulting investment will mean major economic activity through new and expanding job, recreation, and community building opportunities that will reinvigorate Baltimore City and the surrounding region. Port Covington is projected to support \$7.6 billion of economic activity in Baltimore City due to construction impacts and over \$4.3 billion in annual economic activity in Baltimore at full build-out in Baltimore City alone. This will provide \$242 million in state and local revenues during construction and \$209 million annually at full build-out. Complimenting this investment, FASTLANE project elements will ensure that these benefits occur and the other areas of Baltimore and the surrounding region can access them.



**Estimated Direct Job Creation in the Port Covington Project** 

# Overview of Project Benefits and Outcomes

The MDTA and the City of Baltimore's proposed NS-FHP program project has myriad positive impacts for the city, state, region, and nation. Specifically, the FASTLANE funds will empower Maryland to invest in an area that will:

- Support transformative economic growth.
- Improve mobility by reducing bottlenecks.
- Increase safety through redesigned traffic patterns that protect pedestrians and cyclists.
- Provide the local and regional community access to jobs and amenities.
- Provide enhanced connections to other parts of Baltimore now cut off from Port Covington by I-95.
- Reduce negative environmental outcomes from congestion.

 Provide continuous new public parklands and amenities that will restore the Baltimore waterfront.

By supporting the enormous private investment already underway at Port Covington, this project will facilitate multi-generational positive outcomes for Baltimore City, Maryland, and the nation. Key impacts are outlined below:

#### A. Economic Outcomes

- Supports a major redevelopment that will generate \$7.6 billion in economic activity in Baltimore City, support over 42,000 construction or induced jobs earning \$3.3 billion in labor income, and generate \$242 million in combined state and local government revenues in Baltimore City impacts alone
- Connects residents and businesses to 26,500 permanent jobs and \$7.6 billion in economic activity in Baltimore City during construction
- Improves the efficiency and reliability of the surface transportation system at the local, regional, and national level
- Increases the global competitiveness of the United States by preserving efficient connections between the Port of Baltimore and the national interstate system
- Improves the efficiency of the critical I-95 corridor that drives the East Coast's freight traffic and connectivity

The applicants intends to utilize, if still available, US DOT's Special Experimental Project
No.14 Local Labor Hiring Pilot program
allowing social and economic contracting
requirements and local labor hiring preferences for low-income workers and veterans,
because the economic outcomes should
assist the affected communities

#### B. Mobility Outcomes

- Reconstructs the existing CSX bridge that crosses Key Highway and addresses current state of good repair needs
- Addresses delays that would occur without this project, which are projected to be in excess of 11,000 person-hours per year on Hanover Street approaching the I-95 Southbound on-ramp, and 200,000 person-hours per year on the I-95 Southbound off-ramp to McComas Street/Key Highway
- Increases the capacity of the I-95 on/offramps, helping to facilitate freight movement along I-95 and reducing queuing along the interstate facilities
- Reconstructs traffic signal and signal timing modifications will allow for more efficient use of travel for people and goods throughout the Access I-95 corridor
- Allows for more straightforward navigation through the McComas Street corridor for access to and from I-95

 Improves pedestrian and bicycle facilities on Hanover Street and McComas Street to remove existing pinch point which creates a safer environment for these modes

#### C. Safety Outcomes

- Avoids the need for two existing and nine potential at-grade rail crossings
- Creates pedestrian and bicycle network connections at McComas Street, Key Highway, Hanover Street and adjacent neighborhoods
- Alleviates pinch points in I-95 access through redesigned on- and off-ramps between the interstate and Key Highway and Hanover Street
- Connects all parts of Baltimore safely by four modes (transit, pedestrian, bicycle, and vehicle) to Port Covington, an area now largely cut off by I-95
- D. Community and Environmental Outcomes
  - Provides new physical and visual connectivity from adjacent streets to the Baltimore waterfront
  - Creates an inclusive waterfront revitalization and new open space network
  - Remediates brownfields and restores/enhances wetlands and cleans the shoreline
  - Applies sustainable and innovative stormwater Management and infrastructure, reducing TMDL to the Chesapeake Bay

#### E. Partnership and Innovation

- Applies a comprehensive planning process that draws on international best practices
- Uses Value Engineering Change Proposals (VECPs) to improve the project's performance and quality, lower construction costs, and shorten delivery time

#### F. Cost Share

- Draws upon federal, state, local, and private financing to complete a funding package that unlocks major economic benefits for the city, state, and region
- Maintains the state's record of prudent fiscal management while forwarding Maryland's economic growth

### II. PROJECT LOCATION

Baltimore City is at a critical crossroads. Strategically located in close proximity to Washington, DC, Philadelphia, and New York City, Baltimore is linked to the nation and the world by port, rail, air, and highway. With over two million residents in its urbanized area,<sup>3</sup> Baltimore is home to a diverse economy that fuels major employers in the healthcare, information and cybersecurity, finance and banking, and academic fields. Over 60 federal agencies and research labs are within 30 miles of Baltimore, which is also home to 2 state-of-the-art biotechnology business parks.<sup>4</sup> The Port of Baltimore is the number one roll-on/roll-off port in the United States. Parts of the city have experienced

a renaissance in recent years, with major reinvestment in housing, arts and entertainment, and retail.

Conversely, the city has faced decades of population decline, as well as lost numerous industrial employment opportunities. Parts of the city continue to struggle with high unemployment and limited iob opportunities due to lack of access: a third of the population does not have access to a private vehicle, making local job options and non-vehicular transportation important to individuals' economic prospects. The Cherry Hill neighborhood (classified as economically distressed area using FHWA guidelines), linked to Port Covington by the Hanover Street Bridge, faces a 22 percent unemployment rate, with 40 percent of households subsisting below the poverty line. The median household income in Cherry Hill is half that of Baltimore City as a whole.<sup>5</sup> In stark contrast, the neighborhoods of South Baltimore (contiguously north of Port Covington), have only a five percent unemployment rate and less than eight percent of households below the poverty line.<sup>6</sup> Further, infrastructure has disproportionally impacted poor communities in Baltimore, as has been the case through much of the country. Without a personal vehicle, residents of many of these communities southwest of the city are cut off from opportunities centered in downtown Baltimore by I-95. The Port Covington development area seeks to connect and include Cherry Hill and other economically disadvantaged areas such as west Baltimore, through the requested FASTLANE grant funding.

The Baltimore Metropolitan Council uses its Vulnerable Population Index (VPI)<sup>7</sup> to guide location selection and stakeholder identification for public involvement and inform Title VI and Environmental Justice performance measures. The VPI identifies

<sup>&</sup>lt;sup>3</sup> U.S. Census Bureau, 2010

<sup>&</sup>lt;sup>4</sup>Maryland Department of Commerce. http://commerce.maryland.gov/Documents/ResearchDocument/BaltCityBef.pdf

<sup>&</sup>lt;sup>5</sup> Maryland Department of Commerce. http://commerce.maryland.gov/Documents/ResearchDocument/BaltCityBef.pdf

<sup>&</sup>lt;sup>6</sup> Baltimore Neighborhood Indicators Alliance: http://bniaifi.org/



seven sensitive populations – Poverty, Non-Hispanic/Non-White, Hispanic, Limited English Proficiency, Disabled, Elderly, and Carless. The Baltimore Regional Transportation Board uses US Census Bureau data to determine the concentration of these populations for the region and for each census tract. A tract with a concentration higher than the region is considered to be "vulnerable" on a seven-point scale. Port Covington's census tract (tract 2303.008) is high on the Vulnerable Population Index, with a VPI rating of five to six (compared to two for the region and four for Baltimore City). Forty to seventy percent of the tract is deemed in poverty (compared to under ten percent in the metropolitan planning area).9

As a result, the city's population faces a bifurcated reality; residents face The results of this tension gained national attention in 2015, when civil unrest highlighted the disparate prospects and opportunities that resi¬dents face depending on their zip code. Too often, where residents live dictates their economic, mobility, and safety outcomes.

Major progress will require major investment and Baltimore's major stakeholders are ready to do so with the adequate investment in surrounding interstate and freight infrastructure. Thus, the Port Covington redevelopment will provide positive outcomes and opportunities for each of Baltimore's demographics. Access to new public parks, expansive job opportunities, improving environmental

conditions, and better, safer transportation connectivity benefits all of Baltimore's residents and those who live in, work across, and visit the region. As increasing numbers of residents and visitors access the area's job opportunities and amenities, freight, automobile, and multimodal traffic will increase.

The Phase I improvements included in this grant application are critical steps to ensuring that everyone – from neighbors to out-of-town visitors - can safely and efficiently access Port Covington without negatively impacting the critical freight corridor on I-95. These investments are critical to secure the long-term future of Baltimore's communities, port industries, and businesses, enabling Maryland to retain existing businesses and jobs while cultivating conditions that foster new opportunities. While creating safe and efficient access to Port Covington promises increased economic opportunity for the City of Baltimore and the region, it also presents challenges to the Interstate infrastructure and surrounding communities, both of which must prepare to handle increasing freight, automobile, and multimodal movement throughout the area. This project comprehensively provides more direct access between Port Covington and I-95 for all users while removing several at-grade crossings.

### Connections to Existing Transportation Infrastructure

The project elements connect to the existing transportation infrastructure at several key points, including with I-95, Hanover Street (MD-2), Key Highway, and CSX. In the project area, I-95 carries over 60,000 vehicles southbound on a typical weekday based on a recent traffic count, 10 percent of which are heavy vehicles. I-95 is the main north-

 $<sup>^7\,</sup>http://baltometro.org/phocadownload/Publications/VPIWhitePaperFINAL.pdf$ 

<sup>\*</sup>U.S. Census Bureau, 2010. http://www2.census.gov/geo/maps/dc10map/tract/st24\_md/c24510\_baltimore\_city/DC10CT\_C24510\_001.pdf

Baltimore Regional Transportation Board: Vulnerability Population Index White Paper, 2012. http://baltometro.org/phocadownload/Publications/VPIWhitePaperFINAL.pdf

south regional route for the entirety of the eastern seaboard, connecting the majority of the drivers of the economy of the eastern United States. The southbound off ramp to Key Highway/McComas Street and southbound on ramp from Hanover Street are both single lane ramps that currently service over 6,000 and 8,000 vehicles per day respectively, 5 percent of which are heavy vehicles.

Hanover Street is a major regional north-south route that connects the residents of the greater Annapolis area, as well as the industrial and port facilities in the Curtis Bay area to downtown Baltimore and I-95. In the project area, Hanover Street carries

over 35,000 vehicles on an average weekday, as much as 10 percent of which is heavy vehicle traffic according to MD SHA data.

Through a comprehensive multi-modal transportation management approach and progressive urban design, Port Covington will create a multi-modal hub where people can arrive via multiple modes and move about the community using transit, bicycles, and comfortable pedestrian amenities. The overall master plan for Port Covington, which is projected to be approved by the City's Urban Design and Architectural Review Panel (UDARP) in June 2016, takes advantage of the

site's location along three miles of waterfront and continues Baltimore's tradition of public access to the water with open space and a trail system.

# Recent and Planned Improvements that Impact the Project Area

The project elements in this grant application will closely coordinate with city, state, and regional planning entities and proposed and current projects in the area. Together, these projects and plans create an integrated system of infrastructure that enables efficient freight, automobile, pedestrian, and transit movement in and out of the area while protecting and supporting the surrounding residential communities. The six project elements in this grant application are critical components to complete this comprehensive approach to transportation efficiency and safety and multi-modal connectivity. The elements below are not part of this Phase I grant request, but are presented to set the context; the impact of each of these elements is linked to the others.

A. Light Rail Spur (under Phase II, not part of this grant request)

A planned light rail spur will connect Port Covington to MTA's Central Light Rail line by crossing the Middle Branch of the Patapsco River south of I-95. Two proposed light rail stations will connect the burgeoning population that live in and commute to Port Covington with the transit system, promoting multi-modality. (\$165 million)



- A Light Rail Spur
- B Swing Bridge and Shared Use Path
- C Water Taxi Expansion
- D Bike Share Expansion

- F I-95 Deck Rehabilitation
- F MTA BaltimoreLink Bus Plans
- G Hanover Street Bridge Study

B. Swing Bridge and Shared Use Bike Path (under Phase II, not part of this grant request)

Baltimore City's Middle Branch Master Plan includes refurbishing the abandoned CSX swing bridge connecting the Swann Park area to Westport. This will provide a critical bike and pedestrian connection between these areas over the train tracks and under I-95 that is significantly quicker, safer, and more direct than the current route across the Hanover Street Bridge and around the basin of the Middle Branch of the Patapsco River. This route will connect with a new shared use bike path over the train tracks and under I-95, connecting north to Federal Hill. Linking communities on the west side of the bridge to Port Covington and points north will provide access to jobs and amenities. There are currently no pedestrian-friendly connections. (\$25 million)

C. Water Taxi Expansion (private, not part of this grant request)

Three new water taxi stops are proposed along Port Covington's shore, which will provide additional connectivity across Baltimore's Inner Harbor, further reducing the automobile traffic in and out of the site and alleviating congestion. (\$750,000)

D. Bike Share Expansion (not part of this grant request)

Baltimore's Bike Share program is slated to launch in fall 2016, with 50 proposed stations over a phased implementation. Preliminary work is already underway with Baltimore City DOT to expand the program to the Port Covington site, and has identified multiple locations for bike share infrastructure. (\$120,000)

E. I-95 Deck Rehabilitation (recently completed)

Between 2014 and 2015, MDTA overlaid the existing concrete deck (riding) surface and replaced roadway joints on I-95 as well as the ramps serving I-95 between Fort McHenry Tunnel and Caton Avenue. (\$64 million)

F. Maryland Transit Administration (MTA) BaltimoreLink Bus Plans
(not part of this grant request)

MTA recently announced targeted investment to transform and improve transit throughout the Baltimore metropolitan area through a redesigned local and express bus system. With 12 new high-frequency bus routes, MTA is striving to improve connections to jobs and other transit modes. The site developer is working closely with MTA to ensure that this new system adequately connects to Port Covington and the surrounding area to offer reliable, efficient transportation. (\$130 million)

G. Hanover Street Bridge (study underway from the City, not part of this grant request)

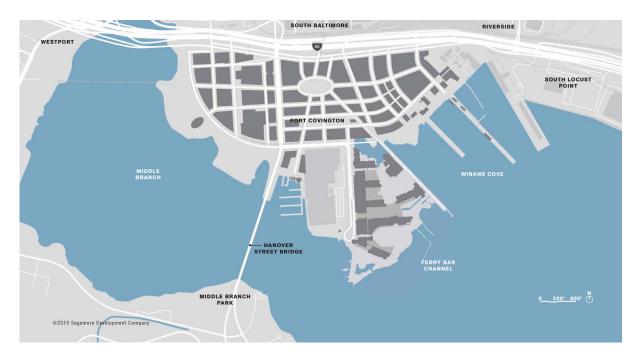
The Baltimore City Department of Transportation is currently studying improvements to the aging Hanover Street Bridge, a critical transportation link to access the downtown Baltimore neighborhoods and between I-95 and the Port of Baltimore. The improvements are part of the "Hanover Street Bridge Multimodal Corridor



Plan," for which the City received \$1.1 million in TIGER VII funding, and are intended to enhance overall corridor accessibility and freight access, provide connections to economic opportunities and recreational amenities, and improve quality of life and safety throughout the corridor. The improvements are being designed to encourage development and private investment in the Middle Branch Waterfront in order to open up new opportunities to disadvantaged populations south of the city. (\$1.1 million)

Taken together, these previous and proposed investments demonstrate the vital need for a comprehensive approach to support the economic competitiveness of Baltimore City and the region while supporting the surrounding communities. These projects and plans clearly articulate the relationship between Port Covington and the critical corridor of I-95 as integral to the economic success of Baltimore and the nation.

Investment that fosters efficient transportation and mobility is critical to catalyzing economic growth in disadvantaged communities in the Baltimore region. Employment, income, and health statistics in South and West Baltimore highlight the importance of supporting the growth of and



economic opportunities in residential communities in surrounding economically-distressed areas. Port Covington's mixed income urban redevelopment and new employment opportunities position the southern and western neighborhoods to grow and stabilize. Further, investments in the transportation infrastructure around the development will amplify Port Covington's ability to serve as an economic catalyst for the region at large. It is critical to support this area's momentum by mitigating the impacts of increasing freight, resident, and commuter traffic and enhancing access to employment opportunities.

### III. PROJECT PARTIES

As the lead agency for the FASTLANE grant, the MDTA will be responsible for grant implementation, including day-to-day management, coordination among project partners, quality control, and project evaluation. The MDTA, in coordination with the City of Baltimore, will carry out the projects proposed in this application. MDTA is leading local and regional efforts to create a seamless freight and highway network that supports the region's economic competitiveness and improves quality of life regionally and nationally.

The MDTA has coordinated with other state agencies, City of Baltimore departments, private businesses, and the local community over the past

decade to develop solutions that will improve freight, resident, and commuter movement along I-95. The agency will use this experience to collaborate with Baltimore City and other state and federal agencies to further the shared interests of the city, state, and region.

The City of Baltimore has been integrally involved in all aspects of Port Covington's design and development. The City is actively considering comprehensive rezoning for this area, enabling the conversion from industrial use to mixed-use that will support new residential, retail, and office uses. Close coordination between the state agencies. Baltimore City Departments of Planning and Transportation, as well as the Urban Design and Architecture Review Panel, ensures that the redevelopment and transportation improvements planned and underway, including *Access I-95*, are responsive to Baltimore's unique character and needs. The Baltimore City Department of Transportation is a joint applicant and financing project party under this grant application; details regarding the state and city's project participation are presented in the following section, "Grant Funds, Sources, and Uses of Project Funds," but its funds will be available through a tax increment (a private developer), financing bond agreement.

Sagamore Development Company, a private investor, is investing in and developing Port Covington's 12 million square feet of mixed-use development to meet growth needs of the community. Sagamore has worked closely with Baltimore City and the state of Maryland to plan, design, and implement a progressive development model that best serves resident needs and business interests, making the region economically competitive while elevating

quality of life. Sagamore and Baltimore City are entering into a TIF agreement, which will enable investment in the infrastructure improvements necessary to support this large-scale development.

The first building for a new global headquarters of Under Armour, one of the fastest growing international companies, is driving the need for a place for its employees and as a result, many other businesses that are locating in Port Covington. The city and state, in planning for this area's transportation needs, recognize the transportation issues associated with its growth and have, with Sagamore, undertaken a thoughtful and comprehensive multi-modal approach to addressing these issues. Part of this solution relies on the grant funds requested in this application. The other parts rely on funds committed by MDTA (the lead applicant), the City of Baltimore (the joint applicant), and Sagamore.

Access I-95 has a large and diverse group of stake-holders beyond those discussed above, many of whom have committed to the planning, engineering, or capital cost portions of the project. Maryland Secretary of Transportation Rahn and the Mayor of Baltimore City have joined several Maryland legislators and the entire Maryland congressional delegation in supporting this grant request. The complete list of stakeholders includes:

### Federal Delegation

- Senators Cardin and Mikulski
- Representatives Cummings, Delaney, Edwards, Harris, Hoyer, Van Hollen, Sarbanes, and Ruppersberger

### State Delegations

- Senate President Miller and Senators McFadden, Klausmeier, Jennings, Hershey, Ferguson, Kasemeyer, Madaleno, and DeGrange,
- Speaker of the House Busch and State Delegates Jones, Kipke, Szeliga, Clippinger, Hammen, Lierman, McIntosh, Gaines, Anderson, Barve, Branch, Stein, and Beidle

### City Delegation

- Mayor Rawlings-Blake
- City Counselperson Costello, Spector, and Reisinger

### Government Agencies

- Maryland Department of Transportation (MDOT)
- Maryland Port Administration (MPA)
- Maryland Transit Administration (MTA)
- Maryland Transportation Authority (MDTA)

### Organizations and Groups

- Baltimore Industrial Group
- Baltimore Metropolitan Council (BMC)
- Baltimore Regional Transportation Board
- Conservation Fund
- Downtown Baltimore Partnership
- Key Highway Community Association
- Waterfront Partnership
- Westport Community Association

Letters of support are attached to this application as Appendix B.

### IV. GRANT FUNDS, SOURCES, AND USES OF PROJECT FUNDS

The MDTA has strong and reliable capital. The MDTA has committed \$33 million for this project, subject to the federal grant award, and its strong credit ratings provide it with ongoing access to toll revenue and the capital market at the lowest possible financing costs. All three major rating agencies have consistently rated the MDTA's toll-backed debt double-A with a Stable Rating Outlook. These favorable ratings are a reflection of the MDTA's prudent management practices, diversified system revenue pledge, strong debt service coverage and historical rate covenant compliance.<sup>10</sup>

The MDTA can ensure the availability of contin**gency reserves.** As an independent agency that relies solely on the revenues generated from its facilities to fund its operating and capital programs, the MDTA maintains several Board policies on financial management to ensure that its budgets and debt remain affordable. To ensure sufficient liquidity is available to meet higher than expected expenses, lower than expected revenues, a temporary revenue loss, or a temporary disruption to the market that prevents access to the capital markets, the Debt Management Policy establishes an administrative policy for the amount of unencumbered cash that must be available at the end of each fiscal year. The MDTA must maintain an unencumbered cash balance of at least \$350 million.11

<sup>&</sup>lt;sup>10</sup> http://www.mdta.maryland.gov/About/Finances/Debt\_Program

<sup>11</sup> http://www.mdta.maryland.gov/About/Finances/Financial\_Forecast\_and\_Traffic\_and\_Revenue\_Reports.html

The MDTA's financial position is evidenced by its financial statements, traffic and revenue forecasts, credit ratings, and financial forecast.

The MDTA's net position has increased from \$1.98 billion in FY 2008 to \$3.58 billion in FY 2015. Additionally, the MDTA's debt service coverage level (i.e., ratio of net revenues to debt service) for its revenue bonds remains well above the MDTA's administrative policy that requires it to be above 2.0 in FY 2006 through FY 2015. Total annual revenues are in the range of \$700 million, and are expected to increase throughout the forecast period.

The MDTA has conduit debt (non-toll backed) outstanding in excess of \$771 million, all with credit ratings of single-A or better. This amount also includes over \$279 million in Grant and Revenue Anticipation (GARVEE) bonds. The MDTA expects to maintain a sizeable cash balance of at least \$542.7 million throughout the FY 2016 to FY 2021 forecast period.<sup>12</sup>

The MDTA has the requisite experience, auditing procedures, and payroll system to effectively manage grant funds.

The MDTA has staff trained in federal grant writing and monitoring. Currently, the agency is responsible for tracking revenues and expenses in order to comply with the reporting requirements for multiple federal programs, including the Federal Emergency Management Agency Grant Program, Asset Forfeiture Program, and the TIFIA Program. Additionally, the MDTA has had extensive experience with managing annual federal debt compliance requirements for tax exempt bond programs.

The MDTA expends over \$500,000 annually in federal grant awards. As such, the agency is required to obtain a Single Audit in accordance with the Single Audit Act Amendments of 1996 OMB Circular A-133, the OMB Circular Compliance Supplement and Government Auditing Standards. In FY 2015, the independent auditor found no material weaknesses in the MDTA's internal controls over its federal grant awards and an unmodified Single Audit Report opinion was issued. The MDTA utilizes a robust payroll system that allows the agency to track and monitor grant-related salaries and payroll-related expenses.

The following tables presents a detailed breakdown of future **eligible costs** under NSFHP grant requirements and **fund allocation by source**. The detailed project budget that follows on the next page includes both cost (dollars) and percent for each project component. The project schedule that highlights compliance milestones follows in section VI. Project Readiness.

### State Funds (\$33 million)

The MDTA is responsible for constructing, managing, operating, and improving a safe and seamless transportation network that links Maryland to the rest of the country and the world through transportation projects and toll facilities. The MDTA directs and oversees the planning, construction, and operations

Project Funding Summary	Full Project
Project Element	Project Cost (\$ millions)
A. Hanover Street on Ramp to I-95 Southbound	\$46.860
B. McComas Street at Key Highway Intersection	\$17.560
C. I-95 Southbound Off Ramp to Key Highway	\$19.133
D. North Hanover Street	\$20.623
E. McComas Street Improvements between Hanover Street and Key Highway	\$42.246
F. CSX Track Relocation	\$5.815
NEPA Study	\$5.074

Total Project Cost	\$157.311	
Sources and Uses	Amount	% Contribution
FASTLANE Grant Request	\$76.1185	48%
State Funding - MDTA	\$32.9965	21%
Baltimore City TIF	\$43.1220	28%
Private - NEPA	\$5.0740	3%
Total	\$157.3110	100%
Total Local/State Match		52%

of Maryland's toll facilities on two interstates, two tunnels, and four bridges to keep traffic moving throughout Maryland. For over four decades, the MDTA has provided Maryland's citizens and visitors safe and efficient transportation facilities. The MDTA relies solely on revenues generated from its transportation facilities. The agency's finances are accounted for as a proprietary-type enterprise fund using the accrual basis of accounting, similar to a private business entity.

In demonstration of the importance of this project to the economic competitiveness of the state and the region, the MDTA is directing \$33 million toward the MDTA's project elements. These funds will support two project elements: the Hanover Street On-Ramp to I-95 Southbound, the I-95 Southbound Off-Ramp to Key Highway.

### Local Funds (\$43.1 million)

Baltimore City is in the process of entering into a Tax Increment Financing (TIF) agreement with the private developer of the Port Covington site, Sagamore Development Company, for the public infrastructure for the Port Covington redevelopment area. The local share for this grant request (\$43.1 million) from future TIF bond issuances for the Baltimore City portion of Phase I infrastructure has been reserved and programmed as part of the matching funds, in addition to the MDTA commitment. TIF financing is commonly used for this type of infrastructure investment and has been used by Baltimore frequently.

### Private Funds (\$5.1 million)

Private funds from Sagamore Development Company will pay for the cost of the National Environmental Policy Act (NEPA) and Interstate Access Point Approval Study (IAPA), which together cost \$5.1 million.

### FASTLANE Funds (\$76.1 million)

The MDTA and the City of Baltimore are jointly requesting **\$76.1** million in FASTLANE funds, which represents 48 percent of total project costs, to fill the gap between the sources described above and the project budget. Without these critical funds, I-95 access improvements for freight and multimodal efficiency will not be possible.

Project Funding by Element	Infrastructure Source and Funding (\$ millions)						
	Federal	State	TIF	NEPA Total Cost	Total Cost &	% of Total	
Project Element - Phase I	FASTLANE	MDTA	Baltimore City	Private	Funding	Project Cost	
A. Hanover Street on Ramp to I-95 Southbound	\$23.4300	\$23.43			\$46.860	30%	
B. McComas Street at Key Highway Intersection	\$8.7800		\$8.7800		\$17.560	11%	
C. I-95 Southbound Off Ramp to Key Highway	\$9.5665	\$9.5665			\$19.133	12%	
D. Hanover Street North of McComas Street	\$10.3115		\$10.3115		\$20.623	13%	
E. McComas Street between Hanover Street and Key Highway	\$21.123		\$21.1230		\$42.246	27%	
F. CSX Track Relocation	\$2.9075		\$2.9075		\$5.815	4%	
NEPA				\$5.0740	\$5.0740	3%	
Total Items (\$ millions)	\$76.1185	\$32.9965	\$43.1220	\$5.0740	\$157.3110		
% of Total	48%	21%	28%	3%		100%	

The table below presents a detailed project budget for each component broken down by highway, bridge, freight intermodal or freight rail, port, grade crossing or grade separation.

Time savings due to decreased traffic congestion and delay will be provided by both the Hanover Street on-ramp to I-95 South and the McComas Street at Key Highway Intersection improvements.

Project Funding by Element	Infrastructure Source and Funding (\$ millions)			
Project Element - Phase I	Highway	Bridge	Grade Crossings/ Separation	Total Cost
A. Hanover Street on Ramp to I-95 Southbound	\$23.430	\$23.430		\$46.860
B. McComas Street at Key Highway Intersection	\$2.000		\$15.560	\$17.560
C. I-95 Southbound Off Ramp to Key Highway	\$19.133			\$19.133
D. Hanover Street North of McComas Street	\$2.709		\$17.914	\$20.623
E. McComas Street between Hanover Street and Key Highway	\$42.246			\$42.246
F. CSX Track Relocation			\$5.815	\$5.815
NEPA	\$5.074			\$5.074
Total Items (\$ millions)	\$94.592	\$23.430	\$39.289	\$157.311
% of Total	60%	15%	25%	100%

### V. COST EFFECTIVENESS

This project is expected to deliver quantifiable benefits in terms of travel time savings for freight traffic, local passenger vehicle traffic, as well as regional traffic, and reduced emissions due to decreased congestion. There will also be a safety benefit in decreased risk of future incidents at at-grade rail crossings. This project will also provide state of good repair benefits, as both the CSX bridge over Key Highway and the McComas Street roadway are in need of substantial maintenance and will be increasingly expensive to maintain over time without a significant investment.

A combined time savings of over 211,000 person-hours per year is projected as a benefit of this project from time savings on Hanover Street and I-95 southbound combined, resulting in increased productivity and effectiveness for freight and person movement in the area. Congestion reductions also result in a decrease in fuel consumption, which reduces the total import fuel needs of the nation, as well as decreased emissions which results in a net environmental benefit for the country.

As previously discussed, the project will remove two existing and avoid the need for nine new at-grade rail crossings with planned new development. Without the proposed improvements in *Ac-*

cess I-95, total crossing traffic will more than triple, greatly increasing the risk of a future train incidents with both vehicles and pedestrians. Access I-95 will reduce the risk of future bodily injury, property damage, and possible fatalities.

This project will also help reduce ongoing maintenance costs for aging facilities such as the McComas Street roadbed and the CSX bridge over Key Highway. Currently these facilities are past their useful life and cost a significant amount to maintain, but there is not funding available in the capitol budget to complete a full replacement. This grant allows the city to replace these aging structures with facilities built to current standards, which will be much less expensive to maintain and provide improved service to the region.

In addition, this project will support the full development of Port Covington as an economic engine for the City of Baltimore and State of Maryland. Battelle Technology Partnership has analyzed the full economic impact of the Port Covington project. The impact of the project is two-fold: first the extensive construction effort of a project of this magnitude; second the ongoing economic and employment impact from the fully developed project. In the City of Baltimore, the project is projected to create 7.6 billion in economic activity and support 42,000 jobs and \$242 million in revenue during the construction period. At full build-out the project creates 4.3 billion in annual economic activity, supports 26,500 jobs and \$209 million in State and Local revenue. Looking at the state-wide impacts the project is projected to create 9.5 billion in economic activity, support 54,000 job and generate \$402 million

in revenues over the construction period and an additional 5.4 billion in annual economic activity, 33,900 jobs and \$302 in state and local revenue.

The monetary sum of the quantifiable benefits is \$184.085 million over the next 40 years, compared to a cost of \$152.237 million results in a Benefit to Cost ratio of 1.21, however, there will also be other benefits which are difficult to quantify for a monetary assessment. The project will provide for increased quality of life for the residents of the surrounding communities, increased connectedness for disadvantaged areas, as well as the future residents of the Port Covington area. Without these improvements regional travelers will be more likely to reroute through existing residential neighborhoods and area residents will be forced to contend with increased delay, noise, emissions, and safety concerns from this traffic.

This project will also complete missing sections of the area pedestrian network which will greatly reduce future unsafe interactions between vehicles and pedestrian. Currently pedestrian activity through this area is extremely limited; however, with the redevelopment of the Port Covington area, significant volumes of pedestrians and bicyclists are expected. Without upgrading these facilities, those pedestrians will continue to use substandard facilities, such as the damaged and non-ADA compliant sidewalk under the CSX bridge over Key Highway, or contend with areas of missing pedestrian connections, such as the crossing at the Hanover Street on ramp to I-95 southbound. These improved pedestrian facilities will also benefit residents of the surrounding communities such as Cherry Hill, where vehicle ownership levels are among the lowest in the region at less than 50 percent.<sup>13</sup> The relocated

section of McComas Street will also provide a more legible and easily navigated road network through this area; reducing driver confusion which can lead to increased crashes, congestion, and delay for both passengers and freight.

A detailed discussion of the Benefit-Cost Analysis (BCA) is included as Appendix A.

### VI. PROJECT READINESS

With a FASTLANE grant in place, MDTA, in partnership with Baltimore City, is poised to complete the variety of improvements to the I-95 ramps and the connecting infrastructure to support the critical and coordinated development on Port Covington that has already begun. This funding will serve as the capstone to ignite this high-powered project that fosters a strong multimodal freight system that empowers the region to compete in the global economy and meet the needs of consumers and industry.

Access I-95 is prepared to begin construction within 18 months of obligation of funds (prior to the 9/30/2019 date specified in the Notice of Funding Opportunity). As part of the Port Covington project, a comprehensive heavy infrastructure master schedule has been developed, which currently has construction beginning on 8/30/2018. The master schedule identifies key component from concept design to construction. Environmental review and approval requirements, including National Environmental Policy Act (NEPA) and Interstate Access Point Approval (IAPA), have been accounted for in the schedule, along with procurement, design, and construction durations.

Careful planning and studies ensure that this FASTLANE project is technically feasible. The Port Covington project has conducted numerous technical and concept studies that examine the alternatives and benefits for infrastructure improvements surrounding the site. A preliminary alternatives analysis has been performed for the project and comments received during the analysis have been incorporated into the project elements.

The MDTA has vast experience with executing projects of similar scope, and is committed to expediting the project as quickly as possible and exploring all possible delivery methods.

The following table presents the **project schedule** established for the FASTLANE grant project elements. The schedule also reflects a phased sequence of construction between 2018 and 2022 that will accommodate development growth while minimizing impacts to existing facility users.

Project Schedule	
Milestone	Date
NEPA/JPA Permitting and 30% Concept Design Complete	November 2017
Interstate Access Point Approval	January 2018
Final Design Complete fro Phase I	August 2018
Right-of-Way Acquisition (CSX Track Relocation)	December 2018
Construction Begins	August 2018
<b>Project Completion</b>	February 2022

Activities will be completed to allow grant funds to be obligated in a timely manner. The project element funding included within the FASTLANE grant application applies various local (TIF) and state commitments. The MDTA and Baltimore City have agreed to the respective commitments that are included within the application.

Construction will begin quickly upon grant funding. The preliminary design and NEPA permitting process is currently underway. Local and state modal agencies are committed sponsors and have agreed to deliberately advance the project element design and approval process subsequent to NEPA and IAPA approvals to meet the FASTLANE grant obligation of funds to start of construction window.

All property and/or right-of-way acquisition will be completed in a timely manner. Right-of-way acquisition is necessary in Phase I for the CSX track relocation (which occurs as part of the relocation of McComas Street) as well as for the Key Highway widening. Right-of-way will be acquired during the design and permitting stages and will be cleared prior to the start of construction. A total of 18 parcels will need to be acquired, the majority of which (15) are either publically owned or held by CSX, which is agreeable to the track relocation. CSX is in support of this project and will enter into a preliminary agreement with the developer of Port Covington. The private owners who hold the remaining three parcels have been identified and will be engaged to ensure that right-of-way acquisition is completed in a timely fashion.

There is sufficient time to obtain the required approvals. The following discussion outlines the

status or the various approval processes for *Access I-95*:

#### Environmental Permits and Reviews

The NEPA process for this project is already underway. As the lead agency, The MDTA has met with FHWA, the lead federal agency. The NEPA review will, at a minimum, include all of the Phase I improvements. The MDTA anticipates that the project will be developed under the EA with final approval and adoption of a Finding of No Significant Impact (FONSI) in November of 2017. The NEPA process will include appropriate coordination with Federal and State permitting agencies. Required approvals include, among others, Section 404 permits under the Clean Water Act, stormwater management plan approval under the Maryland Stormwater Management Act, and approval of the Maryland Critical Area Commission for impacts within a designated Critical Area. Mitigation will be provided in accordance with all applicable environmental requirements

Local and state modal agencies have made a commitment to sponsor the project and have indicated a willingness to expedite the review and approval processes. Once NEPA, JPA, and IAPA approvals are received, final engineering design and permits can be completed.

Field topographic surveys and preliminary design have been completed for the project already. An in-house preliminary alternatives analysis was conducted to determine the project elements included in Phase I and Phase II of the project.

All project parties are committed to thorough and comprehensive public engagement and have

already identified individuals and groups who could have an interest in or comments pertinent to the project. The MDTA plans a broadly based and robust public information and involvement campaign. Two public events to introduce the project (June 2016) and provide a project progress report (November 2016) are planned, and a public hearing is planned, once the Draft EA is complete and circulated. Throughout the NEPA environmental assessment (EA), a public involvement program will be undertaken. During EA preparation, the appropriate project parties will hold regular project progress/update meetings. Once the federal lead agencies, the MDTA, and City of Baltimore DOT accept the Draft EA, another public information meeting or formal public hearing will be formally advertised, other informational materials will be prepared for the community and the EA will be made available as necessary.

Throughout the process, there will be regular project updates provided to the community via a project website, mailings, newspaper announcements, and other media. Materials will be translated as necessary to allow for full participation of non-English speaking communities in the study area. The formal public involvement program will ensure that vulnerable populations including the poor, elderly, and persons of limited English proficiency have equal opportunities for involvement and comment.

State and local approvals on which the project depends demonstrate that the project is broadly supported. Through ongoing coordination and close collaboration between the state, local, and private project parties, the layered approval process continues to progress. The Secretary of the Maryland Department of Transportation has played a pivotal role in supporting this project and facil-

itating the necessary transportation plan amendments and approvals and the MDTA's adoption of the project.

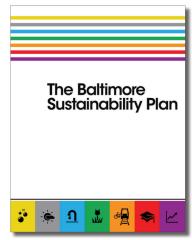
Access 1-95 will adhere to all state and local planning requirements. The project will be incorporated into the Long Range Transportation Plans (LRTP) for both the state and the metropolitan region. As the STIP and the TIP are financially constrained (i.e., all necessary funding must be demonstrably expected to be available), the project cannot be added to these planning documents without FASTLANE funding being awarded. However, the Baltimore Regional Transportation Board (BRTB), the MPO for the region, has issued a letter of support to indicate that the project will be added to both the TIP and the **LRTP upon grant award notification**; this cannot be done before funds are available for the project (see attached letter from the BRTB). The process by which the project will be added to the LRP and STIP is outlined below. BRTB has applied the same methodology for two successful TIGER grants in the past (TIGER VI and TIGER VII). As a demonstration of this support, BRBT has added the project to their Unified Planning Work Program.

During the pre-award window, projected employment and residential data will be provided to the Baltimore City Planning Department to be included in the City's demographic forecast that will be incorporated into the BMC regional travel demand model. During this time, BRTB will also prepare the travel demand model for air quality runs. Following grant award, The MDTA will submit a request for amendment to the Regional Long Term Transportation Plan ("Maximize 2020") and the current TIP (2014-2019). The Interagency Consultation Group (air quality subcommittee of the MPO) will determine if the proposed improvements require air quality modeling. If so, BRTB will complete the air quality conformity modeling, which MDE will confirm. Following a 30-day public review, the

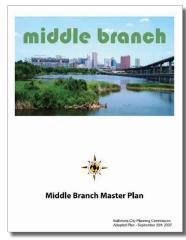
project amendments and IAPA are presented to the MPO Technical Committee and the BRTB. Upon MPO approval, BRTB will submit a letter to MDOT to forward to FHWA and FTA for inclusion in the Statewide Improvement Plan (STIP). The total process takes approximately three months.

Baltimore City's Urban Design and Architectural Review Panel (UDARP) is currently reviewing the adjacent Port Covington Master Plan with final approval projected for June 2016. Additional, the existing master plan for the area, the Middle Branch Master Plan, approved in 2007, anticipates similar dense mixed use development as the current Sagamore plan. The approved Middle Branch Master Plan is included on the project website. This development and proposed investment under this application also coordinate with the Baltimore Sustainability Plan and South Baltimore Gateway Master Plan. Further, Baltimore City's Mayor has submitted a letter to the Secretary of the Maryland Department of Transportation (November 2015) to amend Baltimore's transportation priorities in the City's TIP submitted earlier in the year to include the multi-modal improvements called for in this transformational redevelopment project (letter included in Appendix C).

Access I-95 has undertaken an assessment of project risk and mitigation strategies. The MDTA and Baltimore City have an excellent history of risk management across decades of project and construction management. Risks to the project have been analyzed, including procurement delays, environmental uncertainties, and increases in real estate acquisition costs.



· Sustainability Plan - 2006



· Middle Branch Master Plan - 2007



· South Baltimore Gateway Master Plan - 2015

#### Procurement

The MDTA will procure design and engineering contracts to allow this work to begin in an expedited manner. The local project elements will be procured partially from local funding and can begin design immediately after award of the FASTLANE grant.

#### Environmental Permits and Reviews

The NEPA process for this project is already underway. As the lead agency, the MDTA has met with FHWA, the lead federal agency. The NEPA review will, at a minimum, include all of the Phase I improvements. FHWA has indicated that the project will be developed under the EA with final approval and adoption of a Finding of No Significant Impact (FONSI) anticipated in November of 2017.

### Real Estate Acquisition

All project parties continue to be in close collaboration and coordination to ensure that the necessary real estate acquisition from CSX and along Key Highway is complete in a timely manner that does not impact construction. To this end, Sagamore will enter into a preliminary project engineering agreement with CSX.

## Unique Entity Identifiers and System for Award Management (SAM)

The Maryland Transportation Authority is actively registered through the **System for Award Management**; MDTA's DUNS number is 021334987, CAGE Code 0MNU8.

### VII. MERIT CRITERIA

### **Economic Outcomes**

Baltimore City is in transition and well positioned for growth. After experiencing decades of decline in both population and employment, the City is in the midst of a renaissance. The City's population has stabilized and, like urban areas across the country, is becoming a destination for young, urban professionals, with population levels now slightly above pre-recession levels.

Central to the effort of building Port Covington is the recognition that the development and economic outcome must be inclusive of all. This is why the focus of these improvements is on physical connection through multi-modal access that includes transit, pedestrian, bicycle, water access, and automobile. The roadway, freight, and multimodal infrastructure must support the growing density from residential and office space in a transportation-accessible, waterfront live-work-play environment. As a result, the Port Covington redevelopment will both reinforce the City's attractiveness to the workers that are remaking the City and attract higher value-added knowledge jobs; thereby strengthening Baltimore's ongoing renaissance.

The development of the Under Armour Global Headquarters at Port Covington means that the project requested under this grant is consistent with recent employment and demographic trends impacting the City and region, as well as economic development goals for the City, region, and state. This corporate resident of Baltimore is already a magnet for other economic activity—and importantly the diverse jobs that go along with it.

Proposed project expenditures will significantly increase economic activity in Baltimore City well beyond the construction dollars spent. Specifically, infrastructure improvements proposed under *Access I-95* will support Port Covington's ability to produce the following major economic impacts:

- Over the 23-year construction period, the \$5.5 billion in total development and construction expenditures associated with the Port Covington Project will generate, from impacts in Baltimore City alone, \$7.6 billion in economic activity, support over 42,000 jobs earning \$3.3 billion in labor income, and generate \$242 million in combined state and local government revenues, including an estimated \$108 million in Baltimore City revenues.
- When the Port Covington Project is complete and fully occupied in 2037, it will support a total of \$4.3 billion in economic activity annually in Baltimore City, support 26,500 jobs with an associated \$2.2 billion in labor income, and generate \$209 million in annual state and local government revenues, including an estimated \$94 million in Baltimore City revenues.
  - In 2037, the mixed-use portion of the development will directly house an estimated total of 7,615 jobs and \$1.1 billion in business activity when it is fully developed, and these business and residential activities will support \$1.9 billion in economic activity, support 12,900 jobs with an associated \$850 million in labor income, and generate \$116 million in state and local government revenues, including an estimated \$53 million in Baltimore City revenues; and

 In 2031, when Under Armour's Campus is fully developed and occupied, it will house an estimated 7,724 jobs and will support \$2.5 billion in overall economic activity, support 13,610 jobs with an associated \$1.4 billion in labor income, and generate \$94 million in state and local government revenues, including an estimated \$41 million in Baltimore City revenues.

Major population growth in Port Covington – residents, visitors, and employees on the site – will be demonstrative of the development's success. However, this population growth will impact the movement of people and freight along the I-95 corridor if adequate investment is not proactively made.

The proposed infrastructure improvements under Access 1-95 will directly improve the efficiency and reliability of surface transportation system at both the regional or national level. By improving the connections between Port Covington and the interstate system (e.g., expanding on- and offramps to I-95), Access I-95 will reduce congestion on the I-95 corridor as well as facilitate more efficient interstate access for the myriad port and industrial businesses that populate the Baltimore region. The impact will not be limited to local or regional benefits; rather, these improvements will increase the global competitiveness of the United States, which will be empowered to compete globally due to faster, more reliable routes to international freight, port, rail, and air routes.

Efficient connectivity between freight modes is central to the proposed designs of this project. Port Covington's proximity to both the Fairfield Marine Terminal to the south and the Dundalk and Seagirt Marine Terminals to the east mean that major infrastructure changes will impact businesses' ability to seamlessly connect goods from shipping routes to rails and roads. Induced gridlock from dramatically increased automobile traffic in and out of Port Covington would detrimentally impact this connectivity if adequate infrastructural improvements are not made. Ultimately, creating these critical connections between Port Covington and the interstate system proactively will address the impact of population growth on the movement of people and freight before negative impacts are realized.

These investments collectively improve roadways vital to national energy security and facilitate freight movement across land border crossings by supporting new economic development while improving safety and the functionality of an efficient interstate system. The project elements proposed under this grant application proactively respond to population growth and national efficiency, competitiveness, and security needs.

### **Mobility Outcomes**

Efficiently moving people and goods is critical to competing in today's global market. In a highly interconnected and interdependent system, highway congestion and bottlenecks on an interstate roadway can negatively impact the system at large. Consequently, major developments that will impact the flow of people and goods demand adequate, proactive investment. *Access I-95* confronts this charge, presenting a package of improvements



that enhance mobility for freight, commuters, visitors, and residents across the region.

This FASTLANE project is consistent with local and state efforts to improve the movement of people/ goods by maintaining highways, bridges, and freight infrastructure in a state of good repair, minimizing life cycle costs and improve resilience. In particular, the project:

 Reconstructs the existing CSX bridge which crosses Key Highway, addressing current state of good repair needs.

At the core of *Access I-95* is infrastructure investments that will **significantly reduce highway congestion and bottlenecks.** Specifically, the project:

- Addresses delays that would occur without this project, which are projected to be in excess of 11,000 person-hours per year on Hanover Street approaching the I-95 Southbound on-ramp, and 200,000 person-hours per year on the I-95 Southbound off-ramp to McComas Street/Key Highway.
- Increases the capacity of the I-95 on/off-ramps helps facilitate freight movements along I-95 and will reduce queuing along the interstate facilities.
- Reconstructs traffic signal and signal timing modifications, which will allow for more efficient use of travel for people and goods throughout the Access I-95 corridor.
- Allows for more straightforward navigation through the McComas Street corridor for access to and from I-95.

 Improves pedestrian and bicycle facilities on Hanover Street and McComas Street to remove existing pinch points which creates a safer environment for these modes.

### Safety Outcomes

Transportation investments under *Access I-95* will improve the safety of transportation facilities and systems for all modes of transportation and users. The existing transportation facilities have a number of safety shortcomings:

- At-grade freight rail crossings with potential for rail/vehicular conflicts as well as rail/bike/pedestrian conflicts.
- Missing connections in pedestrian and bicycle network leading to unsafe interactions with a greater potential for high-consequence events.
- Pinchpoints in the I-95 access point will lead to an increase in delay and queueing, which may increase aggressive driving and rear-end accidents.

By resolving these safety risks through the redesigned infrastructure for each of the project elements discussed above, *Access I-95* will reduce the risk of traffic fatalities and serious injury by improving interactions between roadway users (automobiles, freight, rail, pedestrians, and bicyclists). Specifically, *Access I-95* will:

- Remove nine existing/potential at-grade rail crossings.
- Create pedestrian and bicycle network connections at McComas Street, Key Highway, and Hanover Street.
- Alleviate pinch points in I-95 access through redesigned on- and off-ramps between the interstate and Key Highway and Hanover Street.

## Community and Environmental Outcomes

At the heart of Access I-95 is a desire to enhance communities and the environment. Without these critical infrastructural improvements, major traffic disruption will negatively impact the surrounding



community residents, many of whom are part of vulnerable populations. As previously discussed under Mobility Outcomes, the package of improvements under Access 1-95 are designed to enhance personal mobility and accessibility not only for freight across the region, but also local communities who need to travel safely and efficiently between home, work, school, and daily amenities. Currently, the I-95 overpass creates a physical barrier between neighborhoods to the north of Port Covington and those to the South and West of the project area. Access 1-95 enhances access through design improvements by creating connection points between these communities, linking residents to employment opportunities, daily amenities, and the natural environment. Removing multiple at-grade crossings, installing pedestrian and bicyclist infrastructure, and laying the foundation for future investments such as the shared-use path removes barriers and reduces the negative impacts of existing infrastructure.

Reducing congestion will extend the benefits of this major development to the communities, while enabling businesses located in Port Covington to bring vital jobs and amenities to residents of nearby economically disadvantaged communities. Outreach and coordination with leaders in these surrounding communities is central to the planning work and is being facilitated by political leaders in the city. A detailed discussion of these outreach efforts aimed at garnering meaningful community input as well as the environmental reviews and compliance efforts and plans can be found in section V. Project Readiness.

# VIII. OTHER REVIEW CRITERIA

### Partnership and Innovation

This FASTLANE application applies a well-studied, comprehensive approach to interstate design, freight movement, and population impacts in a regionally significant area, utilizing a multi-agency methodology to improve mobility and access while supporting economic development throughout the region. This application demonstrates strong collaboration across a broad set of stakeholders, as well as integrates transportation with other public service efforts and projects in the area that are part of a robust planning process. Access 1-95 has the support of a broad range of participants, public agencies, private business, and local community groups. Strong collaboration among partners, in conjunction with studies focused on improving freight and automobile movement in the area, has resulted in a history of support for the project elements proposed across jurisdictions and disciplines. The list of elected officials, organizations, and agencies in section III. Project Parties is demonstrative of the breadth of stakeholder involvement and support.

Access I-95 applies collaborative, innovative strategies to pursue the primary outcomes discussed in this application, including efforts to reduce delivery delays. Opportunities for innovative strategies to expedite the process include:

 Comprehensive Planning Process that Draws on International Best Practices – Almost 200 design,

planning, and transportation professionals have collaborated through a flexible, inter-disciplinary planning process for the redevelopment and surrounding transportation connections. Working to capitalize on the presence of Under Armour's global headquarters for the benefit of the City and region, this team has engaged stakeholders at every level of the community, state, and federal government. The team connected with large-scale urban developments across the world to synthesize best practices to create a development that will be a major engine for economic growth. These best practices combined with an in-depth economic and marketing assessment have provided an understanding of the multimodal amenities necessary to flexibly respond to trends and changes to produce long-term success in the future.

- Value Engineering Change Proposals (VECPs)

   As stated by FHWA, VECPs are construction contract change proposals submitted by the construction contractor based on a VECP provision in the contract. These proposals may improve the project's performance, value and/or quality, lower construction costs, or shorten the delivery time, while considering their impacts on the project's overall life-cycle cost and other applicable factors. Allowed by federal, state, and city oversight, the negotiations might be advantageous to Access I-95 and will be applied as circumstances permit.
- Pay Incentives/Disincentives Paying incentives (and disincentives) to a contractor for meeting (or missing) key date milestones could serve to promote efficient work throughout the construction process.

Accelerated Bridge Construction (ABC) - ABC
is bridge construction that uses innovative
planning, design, materials, and construction
methods in a safe and cost-effective manner to
reduce the onsite construction time that occurs
when building new bridges or replacing and
rehabilitating existing bridges. ABC can be used
for the bridge tie-in under Access I-95 to reduce
mobility impacts to traffic.

### Cost Share

The Access I-95 funding components from the MDTA and Baltimore City Department of Transportation are stable and dependable, as explained above. Together, these agencies have the resources and commitment to construct, maintain, and operate the infrastructure funded under this project. The City of Baltimore is supporting this project through proposed TIF funding, enabling the incremental revenue at Port Covington to support the major infrastructural investments necessary throughout the site. This financing tool will enable the City to

forward this important project without reducing revenue available to overlapping tax bodies, such as schools or parks. Like many cities across the country, Baltimore must operate using limited resources due to a constrained tax base. Consequently, TIF is a dynamic tool that affords the city the opportunity to promote these infrastructural improvements without impacting other critical city services.

The MDTA's revenues are solely generated from its transportation facilities – two turnpikes, two tunnels, and four bridges. The agency's finances are accounted for as a proprietary-type enterprise fund using the accrual basis of accounting, similar to a private business entity. The MDTA Board has adopted guiding Financial Management Policies that address the key aspects of fiscal planning, issuing debt, approving bond sales, and conducting bond closing and investment strategies. These policies require the MDTA's strict adherence to prudent financial management, compliance with rate covenants, the setting of liquidity standards and debt affordability tests.

To this end, the State of Maryland is committed to maintaining its record of prudent fiscal management while forwarding Maryland's economic growth. Consequently, the FASTLANE funding package submitted under *Access I-95* balances the agency's fiscal constraints with its commitment to funding this critical project.

### The Access I-95 project cannot be completed without Federal funding or financial assistance.

The proposed grant funding package is outside of the scope of existing federal formula funds for Baltimore, the State of Maryland and the MDTA; the funded package will unlock a magnitude of transformative economic improvement for Baltimore City and the region. Major progress demands major investment. Allocating NSFHP funds will close the funding gap to make these critical infrastructure improvements possible, driving not only Baltimore City's much-needed growth, but preserving and enhancing the economic strength and competitiveness of the state, region, and nation.

